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RECOMMENDED REVISION OF THE MASTER PLAN

FOR THE CITY AND COUNTY OF SAN FRANCISCO

TENTATIVE PLAN

Draft of Parts I and II
December 16, 1949

Memorandum from Director of Planning
to Citizens Concerned, June 2, 1950

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June 2, 1950

MEMORANDUM

TO: Citizens Concerned

FROM: Paul Oppermann, Director of Planning

SUBJECT: Trafficways Plan

Subsequent to the public hearing held by the City Planning Commission on April 27 on the proposed Trafficways Plan for San Francisco, the Department of City Planning has reconsidered the proposals affecting the Pacific Heights and Cow Hollow neighborhoods. Tentative alternative proposals developed as a result of this reconsideration are submitted herewith for your information and consideration.

In the plan originally submitted Broadway and Divisadero Street were both classified as major thoroughfares in the Pacific Heights and Cow Hollow areas. Protests against this proposed designation of these two streets were made on the grounds that:

1. Traffic of major thoroughfare proportions would destroy existing residential values on the two streets;

2. The grades on Broadway west of Fillmore Street and on Divisadero Street north of Jackson Street would impose serious hazards for heavy volumes of traffic; and

3. Heavy traffic movements would be hazardous to children attending the several schools located along Broadway west of Van Ness Avenue.

Consideration of these points cited in opposition to the proposed designation of Broadway and Divisadero Street as major thoroughfares, and reconsideration of the plan in relation to the city-wide aspects of the trafficways system has led to the tentative modifications in the Trafficways Plan described below.

Modified Plan

Elimination of "major thoroughfare" designations is proposed from all streets in the area bounded by Lombard Street on the north, Van Ness Avenue on the east, Geary Street on the south, and Park-Presidio Boulevard and the Golden Gate Bridge approach on the west.

Traffic generated within this area, however, will use some streets as secondary thoroughfares, whether they are classified as such or not, for normal traffic purposes within the district or to reach major thoroughfares or future freeways bordering the district. The modified proposal would designate Broadway as such a secondary thoroughfare west from Van Ness Avenue to Webster Street and Jackson Street as such a secondary thoroughfare from Webster Street to Presidio Avenue. Effectuation of this plan need not result in any change in the present physical character of these streets. Similarly, Divisadero Street would be designated as a secondary thoroughfare from Geary Street north to Jackson Street and Scott Street would be so designated from Jackson Street to Lombard Street. The streets thus designated in the Master Plan thereby would merely be included among those which should be made more safe for pedestrian and traffic movement by the installation of arterial stop signs where warranted, lane markings, and pedestrian cross-walk markings.

Reasons for Choice of Streets

Upon completion of the Broadway tunnel, downtown traffic to and from the Pacific Heights District naturally will tend to utilize Broadway in place of Pacific Avenue as far west as Webster Street because of the greater width and the easy grades on Broadway to that point. Because of the grades on Broadway west of Fillmore Street, either Pacific Avenue or Jackson Street will tend to attract east-west traffic. Removal of the street car tracks and repaving of Jackson Street, which is scheduled for completion this year, will also tend to attract to this street traffic which now uses Pacific Avenue. Since Jackson Street has been and will continue to be a public transit street, it is preferred over Pacific Avenue for secondary thoroughfare classification.

The Divisadero-Jackson-Scott route affords a north-south route with a lesser number of grades and with less steep grades than found in other existing north-south routes. Like Broadway, Divisadero is a wider street than adjoining streets and therefore insofar as practicable full use of this width should be made; this is entirely practicable south of Jackson Street.

Merely to classify these streets as secondary thoroughfares will not be detrimental to residential values. Streets in St. Francis Wood, Monterey Heights, Sea Cliff, and other fine residential areas in San Francisco have been similarly designated for a number of years without detriment to the residential character or value of such streets, as the traffic using them is relatively low in volume and is local in nature. Similar conditions will prevail in the Pacific Heights-Cow Hollow area.

The streets now proposed avoid insofar as possible the excessive grades existent on most streets in the Pacific Heights area. Directional signs, warning signs, traffic signs and signals where necessary and warranted will make the intersections safer for school children than they are at present.

The revisions in the proposed Trafficways Plan of the Master Plan described in this memorandum are intended to meet the criticisms of the citizens concerned. Your reactions to these modifications will be welcomed.

TRANSPORTATION SECTION OF THE MASTER PLAN

CONTENTS

	Page
Part I. Introduction.	1
Method of Presentation	1
Relation to Other Sections of Master Plan.	2
Relation to Transportation Section Adopted December 20, 1945	2
Part II. Trafficways Plan	4
A. Objectives of the Plan.	4
B. Principles of the Plan.	4
C. Standards of the Plan	6
Freeway Standards	6
Major Thoroughfare Standards	7
Secondary Thoroughfare Standards	7
D. Description of the Plan	8
Freeways	8
Major Thoroughfares.	12
Secondary Thoroughfares.	14

Transportation Section of the Master Plan

"It shall be the function and duty of the /city planning/ commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county, to be known as the master plan. . . .The master plan shall show the general location, character, and extent of existing and proposed street railway, bus, railroad, air, water, and other transportation routes and terminals, public ways, grounds and open spaces. . . . It shall include proposals for the acquisition, extension, widening, narrowing, removal, relocation, vacation, abandonment, sale, or change in use of any of the foregoing public ways, routes, grounds, /and/ open spaces."
Section 116, Charter of the City and County of San Francisco

I. INTRODUCTION

This document, together with the numbered maps and drawings bearing the same title, constitutes a current record of the section of the master plan of the City and County of San Francisco covering elements of transportation, as it has been adopted and/or amended to date by the City Planning Commission. /1/

Method of Presentation

This is the officially adopted Transportation Section of the Master Plan, The text consists of a statement of basic objectives, principles and standards underlying the master plan, with only such descriptive notations as are necessary for a clear interpretation of the maps and drawings. /2/

Detailed statistical data, comparative analyses of alternatives, and discussions of problems and proposals requiring further study have been omitted from this official document. Such material will be found in reports already published and in the files of the Department of City Planning. The purpose of this document is to set forth concisely the elements of the officially adopted master plan in a form convenient for reference. /3/

The master plan is subject to modification 1) to meet changing conditions, 2) to show more precisely what now can be foreseen only approximately, or 3) as a result of further study. Textual paragraphs, therefore, are numbered, as are the maps and drawings, so that future amendments and additions, when adopted by the City Planning Commission, can be incorporated into the master plan by reference to the numerical system of the present document. /4/

Relation to Other Sections of the Master Plan

The Transportation Section of the Master Plan is but a part of the total comprehensive master city plan required by the City Charter which sets forth the general location, character, and extent of proposals for the future physical development of the City. Based on estimates of the probable needs of the City in the future, the master plan as a whole shows the relationships between the different functional classes of present and prospective public improvements and service facilities such as trafficways, parks, schools, and utilities, and the location and extent of residential, commercial, industrial, and other uses of privately owned land. [5]

The master plan is adopted and maintained by the City Planning Commission as a guide to the coordinated and harmonious development of the City upon an agreed pattern. It serves as a basis for definite legislative and administrative measures by which elements of the plan are carried out. [6]

The balanced relationship between elements of transportation and other elements of the physical structure of the City is of utmost importance, as a basic objective, in the master plan. Because the use and development of public and private land can be beneficially affected by the community-shaping potentials of the system of transportation, the Transportation Section of the Master Plan has been advanced concurrently with the development of the Land Use Section of the Master Plan in order to form an integral part of the comprehensive master city plan. [7]

Relation to Transportation Section Adopted December 20, 1945

Official adoption of this Transportation Section of the Master Plan is technically an amendment of the document entitled Master Plan of San Francisco--Transportation-Utilities which was adopted by the City Planning Commission on December 20, 1945 by Resolution No. 2998. [8]

During the year 1945 the City Planning Commission, at the request of the Board of Supervisors, determined to put into form for official adoption all of the work that had been completed on the Master Plan of San Francisco up to that date. The City Planning Commission employed Woodruff & Sampson, Consulting Engineers, to further these studies and to draft a report on Transportation and Utilities. The consulting Engineers were requested to provide a preliminary report early in December 1945 and a final report by April 1946. [9]

Both reports were made, but because of the time element, the December report was formally adopted without modification as a part of the Master Plan. Although it was obviously incomplete as a plan, the City Planning Commission deferred amendment of this section of the master plan pending completion of more extensive transportation planning studies. A detailed technical study was started in 1947 by the Department of City Planning, in conjunction with the Departments of Public Works, Public Utilities, and Police and with the help of the consulting firms of De Leuw, Cather & Company, Engineers, and Ladislas Segoe & Associates, City Planners. [10]

That study was completed in November 1948, and findings and recommendations were submitted in A Report to the City Planning Commission on a Transportation Plan for San Francisco by the two consulting firms. Subsequently discussions

were held by the staff of the Department of City Planning with the various governmental agencies concerned and informal public hearings were conducted by the City Planning Commission for the purpose of eliciting public attitudes toward the recommendations made in the report of the consultants and in other reports. /11/

All of these previous studies and reports, hearings and discussions, as well as subsequent analyses and development by the Department of City Planning, form the basis of the present Transportation Section of the Master Plan. The report of Woodruff and Sampson, although now replaced in part by this master plan document as the formal expression of the Transportation Section of the Master Plan, will continue to be a report of lasting value upon the master plan. Portions of the Woodruff and Sampson report will continue to constitute parts of the official master plan until all the phases of transportation and public utilities are amended and included in documents of this form. /12/

II. TRAFFICWAYS PLAN

A. Objectives of the Trafficways Plan

The Trafficways Plan of San Francisco is designed as a guide for the attainment to the greatest degree possible of the following objectives: /20/

1. Adequate provision for the expeditious, convenient, and safe movement of vehicular traffic, including rubber-tired public transit vehicles where appropriate, between all neighborhoods, communities, and working areas of the City, and the portals leading into and out of the City.

2. Development of an efficient, economical, and balanced system of major trafficways consisting of freeways, major thoroughfares, and secondary thoroughfares, each employed where it is most suitable and effective from the standpoint of present and prospective traffic movement and from the standpoint of the present and desirable future use and development of adjoining land areas.

3. Coordination of the trafficways system with related transportation plans and facilities of other categories, especially public transit, as well as with other related features and facilities of land development provided for in other sections of the Master Plan, including the present and prospective distribution of major economic and social activities.

B. Principles of the Trafficways Plan

The Trafficways Plan is concerned with through streets or thoroughfares, i.e., those streets or thoroughfares which serve principally as a means of providing for the movement of traffic from one community or working area within or outside the City to another. (For reference to local access streets, which serve principally to provide access to abutting property, see the Land Use Section of the Master Plan.) The following principles are an integral and basic part of the Trafficways Plan: /21/

1. The system of trafficways should consist of two principal functional types of trafficway:

   (a) radial routes, linking the downtown metropolitan district of the City with the outlying working and residential areas and other important traffic generators and with the portals leading into and out of the City; and

   (b) Circumferential or crosstown routes, intersecting the radial routes, linking the various communities of the City, collecting and distributing radial traffic, and by-passing through traffic around areas of highest traffic concentration in and near the downtown metropolitan district of the City.

2. The system of trafficways should be so designed that the several types of facility composing it--freeways, major thoroughfares, and secondary thoroughfares--are located between or skirting, rather than cutting through, residential communities and neighborhoods. In order to keep residential neighborhoods free from extraneous through traffic movements, the trafficways should be spaced an average minimum distance of one-half mile apart, except in areas of highest population density where traffic volumes require closer spacings.

3. The system of trafficways should be coordinated with the trafficways systems of adjoining cities and counties and with the system of state highways. Sections of state highways within the City should be so located and designed that they will be in harmony with all aspects of the comprehensive master plan of San Francisco.

4. The system of trafficways should be designed to accommodate public transit vehicles, where appropriate, without interference with traffic flow on through traffic lanes.

5. Opposing flows of traffic on thoroughfares in the trafficways system should be separated wherever possible by a central dividing or median strip. In areas where streets are narrow and widening is not feasible this principle may be met by application of one-way street controls on parallel streets.

6. The number of intersection conflict points on the trafficways system should be decreased by means of grade separations, channelization, and appropriate restrictions on turning movements. All remaining intersections should be provided with such traffic signals or stop signs as may be necessary for safe and efficient operation.

7. Lane widths for moving traffic and for parked vehicles on trafficways should conform wherever possible to widths necessary to obtain maximum traffic capacity per lane, as expressed by established standards.

8. All thoroughfares in the trafficways system should be adequately provided with clearly visible directional signs, name signs, and route signs, and with traffic warning and control signs and signals sufficient to prevent hazardous driver delays or uncertainties.

9. Wherever physical conditions permit, major thoroughfares should be given expressway treatment, limiting direct access from abutting property to through traffic lanes. In such cases where considerable access to adjoining property is necessary, independent service roadways, parallel to but separated from the through traffic lanes, should be provided.

10. Wherever appropriate and physical conditions permit, major thoroughfares and secondary thoroughfares should be given parkway treatment, providing landscaped strips along either or both sides, and stopping places at outlook points or other points of interest or scenic attraction.

C. Standards of the Trafficways Plan

Classification and Definitions

There are three categories of trafficways in the trafficways system. These categories are: /22/

1. Freeways: centrally divided trafficways located and designed for the continuous movement of the heaviest volumes of all types of comparatively long-distance, inter-community, vehicular traffic free from the conflicts imposed by

    a. intersecting flows of traffic and traffic signals;
    b. traffic stopping or parking on the roadway;
    c. traffic gaining access to or egress from abutting property:
    d. left-turn movements across opposing traffic flows;
    e. pedestrians.

2. Major thoroughfares: surface trafficways located and designed for the continuous movement of heavy volumes of all types of comparatively short-haul vehicular traffic and for collecting and distributing traffic to and from freeways.

3. Secondary thoroughfares: trafficways located and designed for the movement of all types of intra-community vehicular traffic and for collecting and distributing traffic to and from major thoroughfares and freeways.

Freeway Standards /23/

1. Freeways should be so designed to prohibit direct access from abutting property to through traffic lanes, except for emergency vehicles. Where access to adjoining property is necessary along a freeway right-of-way, independent parallel service roadways should be provided.

2. Freeways should provide two or three paved lanes, or two two-lane roadways, for traffic in each direction, and where practicable a shoulder or bays for disabled vehicles.

3. Freeways should have adequate ramps and accelerating and decelerating lanes providing for the expeditious entrance and exit of vehicles without interfering with continuous traffic flow on the freeway or producing congestion on approach trafficways. Such entrance and exit points should be spaced at intervals between one-half mile and one mile except in the downtown metropolitan district of the City where more frequent ramps may be required for terminal traffic.

4. Freeways must have a right-of-way as wide as feasible up to a maximum of 350 feet, depending on location, topography, and cross-section requirements.

5. Landscaped park strips should be provided where practicable to screen the freeways from adjoining property and to serve as a sound buffer.

6. Except in densely built areas, freeways should be on grade, semi-depressed, or on semi-elevated fill. Where frequent crossing are required, freeways should be depressed or elevated to facilitate the carrying over or under of non-interchange streets and thoroughfares for which continuity is essential for local service.

7. Continuous elevated structures should be avoided on freeways except where:

   (a) They form part of a bridge approach;
   (b) They are required by topographic conditions;
   (c) They are located in industrial districts and traverse the interior of blocks or the axis of through surface thoroughfares.

Major Thoroughfare Standards /24/

1. Opposing flows of traffic on major streets should be separated where practicable by a continuous median strip.

2. Major thoroughfares should provide two or three paved lanes for traffic in each direction and a parking lane to the right of through traffic lanes.

3. Major thoroughfares should be direct in alignment where possible and free of sharp turns, jogs, or impaired sight distance.

4. Minor intersections should be reduced in number by extension of the major thoroughfare median strip across such intersections. Traffic signal control should be provided at all other intersections, regulated where possible to provide for progressive and unimpeded traffic flow on the major thoroughfare.

5. Pedestrian crossings of major thoroughfares should be clearly distinguished by special lane markings.

Secondary Thoroughfare Standards /25/

1. Secondary thoroughfares should provide where possible two paved lanes for traffic in each direction and a parking lane to the right of through traffic lanes.

2. Intersections of secondary thoroughfares with local access streets should be controlled where warranted by the installation of stop signs requiring traffic on the local access streets to stop before entering or crossing the secondary thoroughfares.

3. Pedestrian crossings of secondary thoroughfares should be clearly distinguished by special lane markings.

D. Description of the Trafficways Plan

The Trafficways Plan, recorded on Plate 1 which is included as a part of this document, consists of three types of trafficways as listed in the legend on Plate 1: freeways, major thoroughfares, and secondary thoroughfares. The Trafficways Plan indicates, in addition, some parts of the system which may be given expressway or parkway treatment in accordance with the principles described in Part B of this document. /26/

Trafficways within the downtown metropolitan district of the City, encircled by the Central Freeway, Broadway, and The Embarcadero, are not included in the Trafficways Plan. Trafficways in the downtown district are shown as a part of the composite Downtown District Transportation Plan, in which their relationships to other elements of transportation in this terminal area are indicated. /27/

The Trafficways Plan has for its basic framework a system of freeways into which the surface thoroughfares are tied to complete the citywide circulation system. This freeway system consists of four radial routes and two circumferential distributor routes, the inner one encircling the downtown metropolitan district. Crossings of the Bay to the east, and their approaches, connect with and are a part of the complete freeway system. /28/

In addition to serving the internal circulation requirements of the City, the freeway system has been designed to fit as an integral part into the system of state highways in order to 1) link the gateways of the City with the downtown metropolitan district which is the primary destination of traffic entering the City, 2) link each gateway to all others, by-passing centers of traffic congestion, and 3) provide suitable collectors and distributors to each major state route from the outlying communities of the City. /29/

The trafficways included in the plan have been selected not only for their service value to major traffic movements, but also for their relation to and effect on the most efficient and desirable use of the land of the city. The freeway alignments shown on the plan, although carefully studied, are not precised. They are generally indicative, however, of the most desirable and practical routes and of their functional relation to the trafficways system as a whole. /30/

The Trafficways Plan is designed as an ultimate objective to be effectuated over an extended period of years. Although many elements of the plan are of immediate urgency, the system can be developed by degrees to the extent that financial feasibility and traffic conditions warrant. Relative priorities of the several freeways are indicated generally in the body of the textual description below. /31/

Freeways

Bayshore Freeway

The Bayshore Freeway is a radial route to the southeast. This freeway was planned by the State Division of Highways and some sections were under construction prior to development of this comprehensive Trafficways Plan. Its location, therefore, has been included in the plan as fixed, and has thereby influenced the determination of some other elements of the freeway system. It runs from the Central Freeway at Division Street south through the Potrero and Bayview communities to Visitacion Valley and the San Francisco International Airport, passing along the western edge of Potrero Hill, the eastern edge of Bernal Heights

above the Islais Creek Industrial District, and thence in a line parallel to the present Bayshore Boulevard extended across tidelands to Sierra Point. It is the principal link to the Bayshore industrial areas and to the Peninsula communities as far as San Jose. A part of the Interregional Highway System, this route carries the principal coastwise traffic load into and out of the City from the south, including most of the heavy interregional truck and bus traffic. /32/

Mission Freeway

The Mission Freeway is a radial route to the southwest. It follows the historic land route of the original El Camino Real into San Francisco over which the first railroad later entered the City. Following the direction of major present and future population growth, the route extends southward from the Central Freeway, at Thirteenth Street, between Mission Street and South Van Ness Avenue, through the Bernal Cut, and along the old right of way of the Southern Pacific Railroad to Alemany and Junipero Serra Boulevards. The importance of this route in facilitating circulation between the downtown district and the residential areas it serves was recognized as early as 1905 in the Plan for San Francisco prepared by Daniel Burnham. Studies of current and projected traffic volumes made in 1948 affirm the necessity for developing this route as a full freeway in order to prevent congestion on the Bayshore Freeway within the City. /33/

Following the only level route to the southwest, passing between Bernal Heights and the San Miguel range, and serving areas of relatively high population density, the Mission Freeway should be designed so that rail rapid transit may be accommodated in the central dividing strip. /34/

This route will serve the communities in the Mission valley and in the southwest section of the City between McLaren Park and the Ocean, bounding the service areas of the Mission and Potrero communities, and the Outer Mission and Lake Merced-West of Twin Peaks communities. It will divert much radial traffic generated by the neighborhoods of the latter community located along Lake Merced and the southern slopes of Mount Davidson from the steep and winding routes over Twin Peaks to its nearly level and direct route, fed by Monterey Boulevard, Ocean Avenue, Holloway Avenue, and the Stanley Drive Parkway. In addition, it will link the downtown metropolitan district most directly with the Junipero Serra route down the Peninsula. /35/

Panhandle Freeway

The Panhandle Freeway is a radial route to the west for which there is an immediate urgent need. Designed to serve concentrated traffic volumes generated by the western communities of the City, it extends from the Central Freeway at the Civic Center westward between Fell and Oak Streets into the Panhandle and thence divides into two branches on either side of Golden Gate Park. The Northern branch, or Richmond Freeway, follows the Park boundary along Fulton Street to the Park-Presidio Freeway which leads north to the Golden Gate. The Southern branch, or Sunset Freeway, follows the Park boundary along Lincoln Way to the Crosstown Freeway. /36/

Like the Mission Freeway route, this Panhandle extension was included as a most important element in the circulation plan prepared by Daniel Burnham in 1905. Passing between and serving the Western Addition and Buena Vista communities, the Panhandle Freeway is the principal artery to the Park-Presidio, Richmond, and Sunset communities as well as a by-pass route to the Golden Gate Bridge. Extension

of Fulton Street and Lincoln Way as major thoroughfares with expressway treatment westward from the termini of the Northern and Southern branches of the Panhandle Freeway, and reduction of intersections on the Sunset Boulevard Parkway, will provide the Ocean-slope communities with a direct and practically level route to the downtown metropolitan district. In addition, some radial traffic generated by the neighborhoods of the West of Twin Peaks community located on the northern side of Mount Davidson will be diverted from routes over Twin Peaks to this more level route fed by the Crosstown Freeway through the Laguna Honda canyon. /37/

The Panhandle Freeway will infringe slightly upon some present park land in the Panhandle and along the borders of Golden Gate Park. This loss will be more than offset however by two compensating benefits derived from construction of the Panhandle Freeway: 1) With adequate right-of-way width and appropriate landscaping it will extend the natural beauty of Golden Gate Park to the heart of the City at the Civic Center; and 2) it will divert from the drives of Golden Gate Park the heavy volume of through radial traffic which presently uses the recreational Park drives. /38/

Golden Gate Freeway

The Golden Gate Freeway is a radial route to the northwest. It extends from The Embarcadero along the northern foot of Telegraph Hill on Bay Street to Columbus Avenue, then through a tunnel under Russian Hill, and west from the Central Freeway along the Lombard Street approach to the Golden Gate Bridge. This is the principal route leading to the Golden Gate Bridge--the only link between San Francisco and the communities of Marin, the dairy, poultry, and lumber counties of the northern coast, and the by-pass route around the northern shore of the Bay to the Sacramento Valley and northern Sierra. This route carries most of the Golden Gate Bridge traffic into and out of the northern section of the City as well as nearly all of the heavy truck and bus traffic from the north. It also serves the densely built Marina Community through which it passes. /39/

The section of this freeway along Bay Street and under Russian Hill will provide a nearly level by-pass route for heavy trucks entering the City and direct access to the waterfront industrial areas of the City. The route probably will be elevated along Bay Street, leading into the tunnel west of Columbus Avenue. The western portal of the tunnel will emerge on Lombard Street east of Van Ness Avenue. The freeway will be carried under Van Ness Avenue and has a full interchange with the Central Freeway. Opportunities for providing adequate off-street parking facilities for the Marina shopping center on Chestnut Street in conjunction with development of the Lombard section of this route suggest an alignment directly adjacent to this shopping center. /40/

Projected traffic volumes assign a relatively secondary priority to this route. Improvement to Lombard Street by extending the median strip across the intersections of local access streets, completion of the Broadway Tunnel, and extension of the Marina Boulevard Parkway eastward, will provide interim facilities for handling traffic generated along this route. /41/

The Central Freeway

The Central Freeway is a circumferential distributor freeway around the western and southern borders of the downtown metropolitan district. Designed for the purpose of collecting and distributing traffic to and from the freeway system and the downtown streets, the Central Freeway is an indispensable element in the total freeway system provided in the Trafficways Plan. /42/

Extending from the Golden Gate Freeway at Lombard Street along or west of Van Ness Avenue, it swings east of Van Ness Avenue at Broadway and runs in a midblock location between Van Ness Avenue and Polk Street south to Eddy Street. Ramps connecting with the Broadway Tunnel, Pine, Bush, Post and O'Farrell Streets will accommodate traffic into and out of the downtown district North of Market Street. Crossing Van Ness Avenue at Golden Gate Avenue, the route swings west of Gough Street, forming a boundary for the westward expansion of the Civic Center, and connects with the Panhandle Freeway. Crossing Market Street at the foot of the slope rising from Valencia Street to the Mint, it swings eastward over Thirteenth Street, connecting with the Mission Freeway and the Bayshore Freeway. Thence it proceeds east between Harrison and Bryant streets, tying in with the Bay Bridge approach, and connects with The Embarcadero. /43/

This freeway route, distributing traffic to and from the downtown metropolitan district, will carry traffic destined to either side of Market Street from any direction to the point nearest its destination before delivering it to the surface streets. This will minimize the volume of through traffic crossing Market Street, the most important traffic street within the downtown district. As a distributor route it is important that this route have as many entrance and exit ramps as possible. /44/

Construction between Fourth Street and the intersection of Mission and Thirteenth Streets will be completed concurrently with the Bayshore Freeway. Construction north of Broadway is of relatively secondary importance and may be delayed until the Golden Gate Freeway is constructed. The section between Thirteenth Street and Post Street is of utmost importance, and is nearly equaled in importance as a distributor by the section between Post Street and the Broadway Tunnel. /45/

Crosstown Freeway

The Crosstown Freeway, its northern section, the Park-Presidio Freeway, and its eastern section, the Alemany Freeway, is an outer circumferential and distributor route connecting all the radial routes three miles from the inner Central Freeway, and by-passing outlying crosstown traffic around the more congested inner routes. /46/

Starting from the Golden Gate Freeway it runs south through the Presidio along Park-Presidio Boulevard to Golden Gate Park where it intersects the Northern Panhandle Freeway. Thence crossing under Golden Gate Park by tunnel to avoid disturbance of Park buildings and gardens, it runs south between Fifth and Sixth Avenues and through the Laguna Honda Canyon, along the Woodside Avenue boundary of the Laguna Honda Home and Youth Guidance Center, along O'Shaughnessy Boulevard into Glen Canyon, along Bosworth Street, intersecting the Mission Freeway, and down to Alemany Boulevard in the Islais Creek Canyon. Thence running along Alemany Boulevard and intersecting the Bayshore Freeway, it proceeds north over Selby Street to a connection with the Embarcadero Freeway and the southern Bay crossing. /47/

Acquisition of undeveloped land along the right-of-way of this route and the application of expressway treatment will eliminate immediate need for developing this route to full freeway standards. Such improvements, however, if carried out gradually will facilitate the ultimate conversion of this route into a freeway. /48/

Embarcadero Freeway

The Embarcadero Freeway is in part the eastern side of the central distributor loop, in part a radial by-pass route, and in part a major approach to the southern Bay crossing leading east. It runs from the Golden Gate Freeway as an elevated structure along The Embarcadero and along a line generally parallel to Third Street as far as Twenty-sixth Street where it connects with the southern Bay crossing and with the Crosstown Freeway. Detailed consideration of its design in relationship to the Ferry Building area may determine an underpass crossing of the foot of Market Street as more desirable. /49/

This route will be the primary distributor of traffic to and from the Financial District and waterfront industrial areas. In conjunction with the Crosstown Freeway it will intercept Mission and Bayshore Freeway traffic destined for these areas and relieve the two freeways at their most heavily traveled inner sections. This route will also be the principal approach from the downtown metropolitan district to the southern Bay crossing. /50/

Junipero Serra Freeway

This route is in part a direct by-pass connection between the northern and southwestern gateways to the City, and in part a radial extension of the Panhandle Freeway. It branches off the Crosstown Freeway near Ortega Street and Eighth Avenue above the floor of the Laguna Honda Canyon, tunnels under Golden Gate Heights to a point below Rivera Street and Fifteenth Avenue, and connects with Junipero Serra Boulevard at St. Francis Circle, and thence proceeds south. /51/

Designed as a freeway to serve the crosstown function of Nineteenth Avenue after its capacity is reached, this route by utilizing the 200 foot right-of-way of Junipero Serra Boulevard will also divert traffic around the San Miguel range, of which Twin Peaks is a major feature, via the Panhandle Freeway to the downtown metropolitan district. An alternate route parallel to Nineteenth Avenue was considered, but it would not serve the radial purpose so well, it would require the taking of more developed property, and it would disrupt the existing and desirable future land use pattern. Need for the portion of this route north of St. Francis Circle, involving the acquisition of right-of-way and the construction of a tunnel, is relatively secondary in the development of the complete freeway system. The application of expressway treatment to the existing right-of-way south of St. Francis Circle is relatively simple and should be effected in the near future. /52/

Major Thoroughfares

The major thoroughfares and secondary thoroughfares in the Trafficways Plan, as recorded on Plate 1, require little textual description. Some of the thoroughfares in the Plan require little or no physical improvement to conform with the principles and standards of the Plan. Some can be given expressway or parkway treatment; some require minor openings or extensions. Others are entirely new thoroughfares. /53/

Shoreline Parkway

Encircling the city is a continuous scenic shoreline drive, treated as a parkway for most of its length. It starts from The Embarcadero and runs via Beach Street and North Point Street through Fort Mason, along Marina Boulevard, and around the Presidio shore, through Sea Cliff and Lincoln Park via El Camino

del Mar, along the Ocean shore via the Great Highway, around Lake Merced, thence over the Stanley Drive Parkway, over Sagamore, Sickles and Acton Streets, thence via the new McLaren Parkway skirting the northern shelf of the San Bruno Mountains and passing around the McLaren Park ridge, thence via the Bayview Parkway down Mansell Street, Salinas and Jamestown Avenues to the Bay shore at the new Hunters Point Expressway. Primarily a recreational scenic drive, this continuous route will make accessible the entire panorama of Bay and Ocean, hills and valleys, that is unique to San Francisco. /54/

Broadway-Mountain Lake Parkway

Completion of the Broadway Tunnel will make the 82 foot right-of-way of Broadway easily available for through-traffic movement. Extension into the Presidio as a parkway around Mountain Lake to El Camino del Mar will result in full utilization of this one wide east-west roadway between California and Lombard Streets and of the tunnel under Russian Hill. /55/

Geary Expressway

The principal surface thoroughfare from the Richmond and Park-Presidio communities to the downtown district, this route can be widened as an expressway between Broderick and Franklin Streets in conjunction with the redevelopment of that portion of the Western Addition. West of Broderick Street, service drives can be separated from through traffic lanes in the existing 125-foot right-of-way when street car tracks are removed, and minor intersections can be closed to left-turn movements by extension of the central dividing strip. /56/

Van Ness Expressway

A part of the surface loop around the downtown metropolitan district, south of Broadway, service drives can be separated from through traffic lanes in the existing 125-foot right-of-way upon removal of street car tracks. /57/

Market Street Expressway

West of Van Ness Avenue, expressway treatment can be applied to this 120-foot thoroughfare when transit rails are removed from the surface. /58/

Hunters Point Expressway

A new thoroughfare to be constructed on tidelands along Arthur Avenue and Fitch Street and around Candlestick Point to the Bayshore Freeway, this route will provide a level by-pass route for trucks entering and leaving the City via the Bayshore Freeway, in addition to providing access to new tideland industrial and recreational areas. /59/

Geneva Expressway

An elevated connection with the Hunters Point Expressway over the Bayshore Yards of the Southern Pacific Railroad, application of expressway treatment within the portion of its right-of-way which has sufficient width, and extension into Ocean Avenue at the Mission Freeway, will make this route an important part of a surface circumferential route connecting with Ocean Avenue, Nineteenth Avenue, and Twenty-fifth Avenue. /60/

Webster-Laguna

As redevelopment occurs along this route, the right-of-way can be widened and the diagonal connection between Webster and Laguna Streets at the Panhandle can be opened. /61/

Army-Clipper

Widening of this route between Guerrero and Douglas Streets, and a diagonal connection to avoid a right-angle jog, will result in full utility of this route. /62/

Oakdale-Palou

A diagonal link between these thoroughfares at the base of the Hunters Point Ridge will provide a direct and continuous route to the San Francisco Naval Shipyard and the tideland industrial area. /63/

Division-Berry

Extension of Division Street to Berry Street will afford a continuous route from the Embarcadero to Divisadero Street. /64/

Secondary Thoroughfares

McAllister-Fulton

A diagonal connection between these streets on City-owned land between Central and Masonic Avenues will make this a continuous route and a neighborhood separator when redevelopment is carried out. /65/

Masonic-Presidio-Lyon

Elimination of the jog between Masonic and Presidio Avenues at Euclid Avenue, and extension of Presidio Avenue through the Presidio with parkway treatment, to a connection with Lyon Street near Union Street, will add to the utility of this crosstown route. /66/

Twin Peaks Boulevard-Roosevelt Way

Elimination of the jog at Seventeenth and Clayton Streets by connecting Twin Peaks Boulevard and Roosevelt Way will improve circulation at this intersection of four secondary thoroughfares. /67/

Holloway Avenue

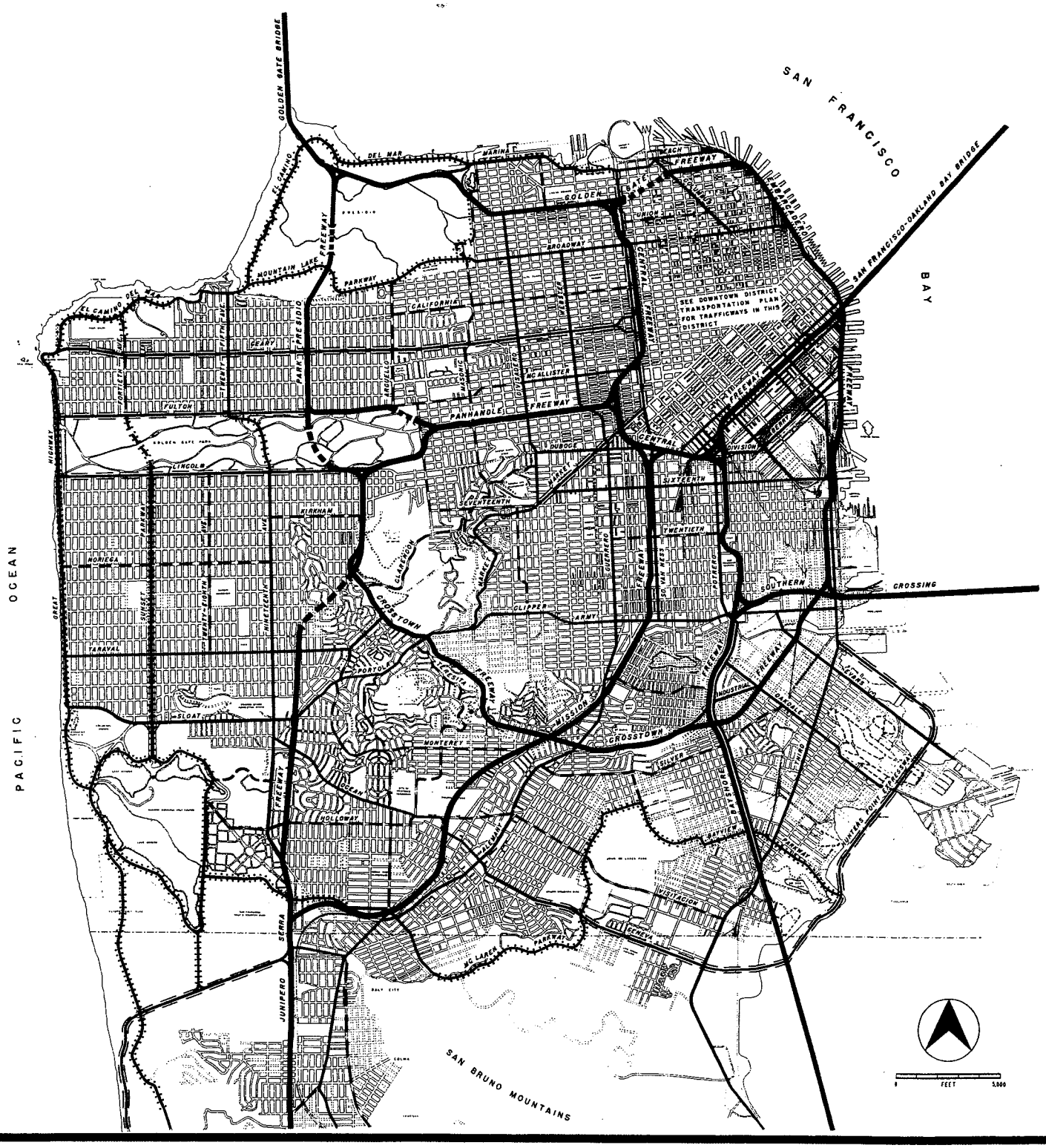
A direct connection between Holloway Avenue and Ocean Avenue near Harold and Phelan Avenues will improve this feeder street into the Mission Freeway. /68/

Phelan-Foerster-Teresita

A direct connection between Phelan and Foerster Avenues along the northern edge of the City College campus will improve circulation in this area and access to City College. /69/

Sunset-40th Avenue

Extension of the Sunset Parkway across Golden Gate Park to Fortieth Avenue, and extension of Fortieth Avenue to El Camino del Mar along the border of Lincoln Park and Fort Miley, will provide a continuous crosstown route from Lake Merced to the Golden Gate and will provide improved access to the Legion of Honor. /70/



TRANSPORTATION SECTION OF THE MASTER PLAN OF SAN FRANCISCO

TRAFFICWAYS PLAN

FREEWAYS

MAJOR THOROUGHFARES

SECONDARY THOROUGHFARES

EXPRESSWAY TREATMENT

PARKWAY TREATMENT

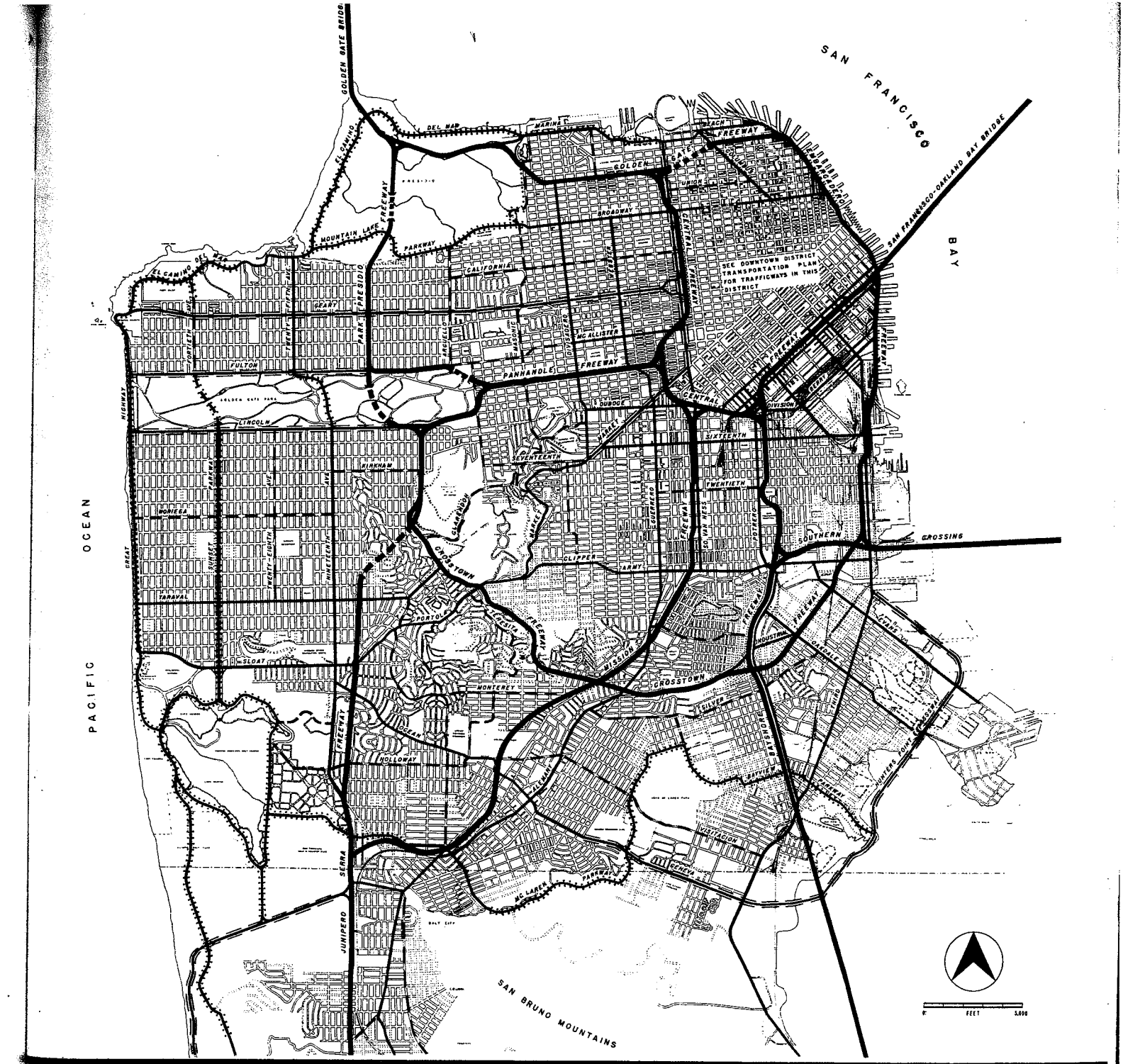
THIS PLAN IS UNDER CONSIDERATION BY THE CITY PLANNING COMMISSION FOR ADOPTION AS A PART OF THE MASTER PLAN.
SUBMITTED DEC. 16, 1949

TRANSPORTATION PART II

1

PLATE

SAN FRANCISCO DEPARTMENT OF CITY PLANNING



TRANSPORTATION SECTION OF THE MASTER PLAN OF SAN FRANCISCO

TRAFFICWAYS PLAN

- FREEWAYS
- MAJOR THOROUGHFARES
- SECONDARY THOROUGHFARES
- EXPRESSWAY TREATMENT
- PARKWAY TREATMENT

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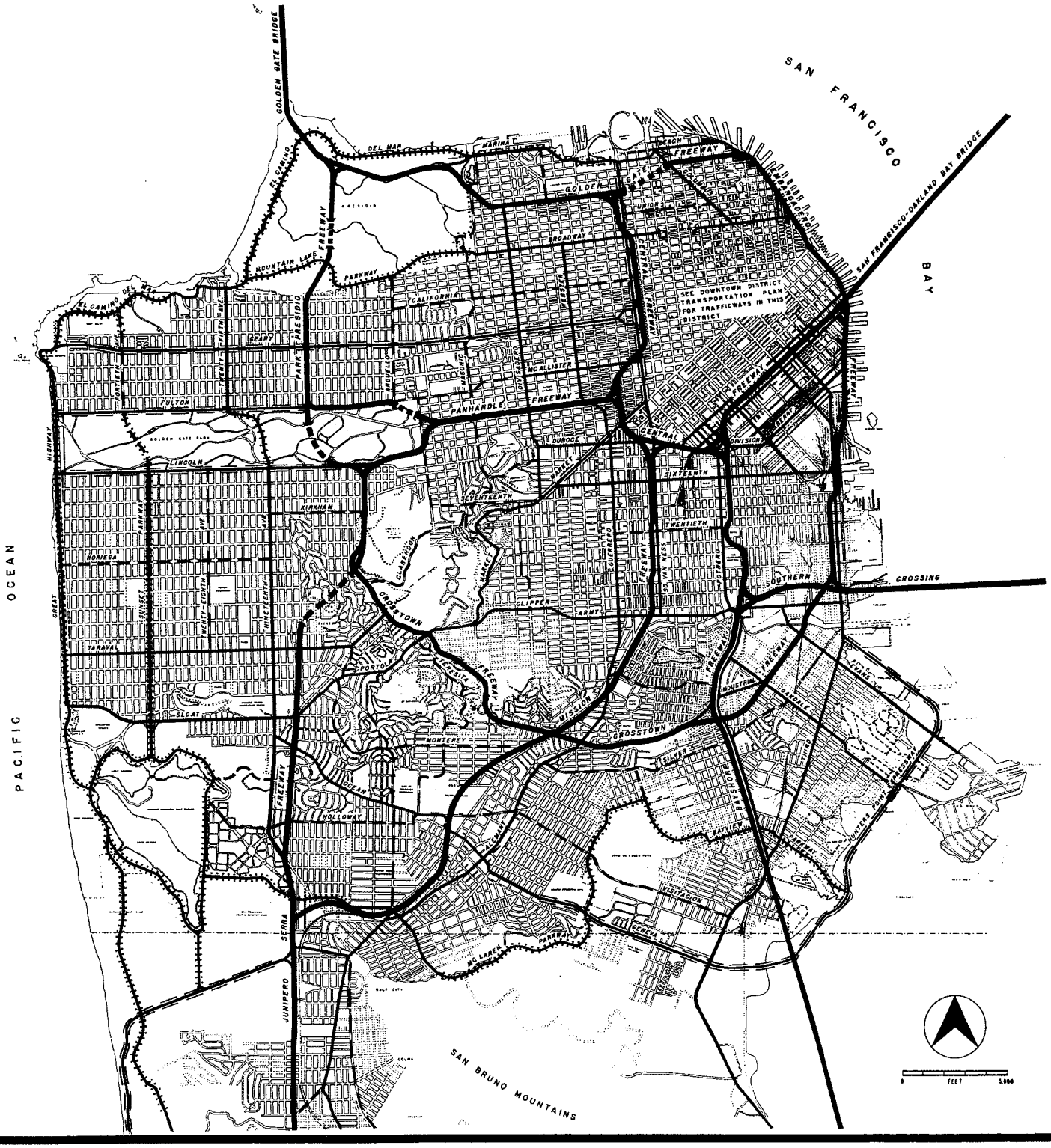

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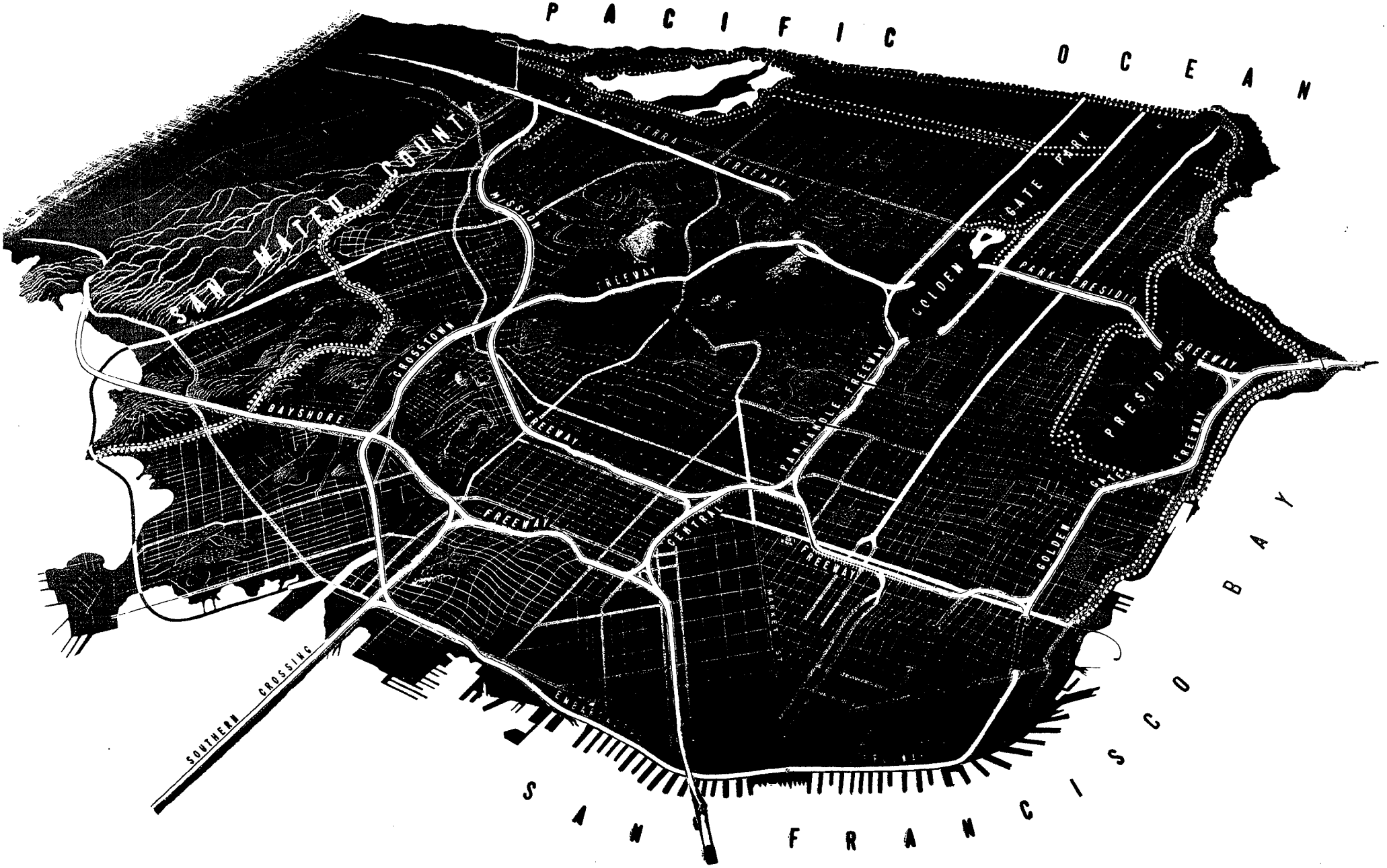

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